

Message Text

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PAGE 01 STATE 007096
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FM SECSTATE WASHDC

TO CLEM TILLION C/O THE MARINE SAFETY OFFICE,
UNITED STATES COAST GUARD ANCHORAGE ALASKA IMMEDIATE
ROBERT M THORSTENSON C/O THE MARINE SAFETY OFFICE,
UNITED STATES COAST GUARD ANCHORAGE ALASKA IMMEDIATE
ELMER RASMUSON C/O THE MARINE SAFETY OFFICE,
UNITED STATES COAST GUARD ANCHORAGE ALASKA IMMEDIATE
CHARLES MEACHAM C/O THE MARINE SAFETY OFFICE,
UNITED STATES COAST GUARD ANCHORAGE ALASKA IMMEDIATE

C O N F I D E N T I A L STATE 007096

FOLLOWING REPEAT TOKYO 0176 ACTION SECSTATE JAN 06.

QUOTE: C O N F I D E N T I A L TOKYO 0176

E.O. 11652: GDS

TAGS: EFIS, JA

SUBJECT: RENEGOTIATION OF INPFC

REF: (A) STATE 237921, (B) TOKYO 19751

1. BEGIN SUMMARY: USG MAY NOT ACHIEVE OBJECTIVE AT FORTH-
COMING RENEGOTIATING SESSION OF INPFC. THOUGH U.S. POSITION
IN ITSELF MIGHT BE ACCEPTABLE, IT, IN FACT, IS NOT VIEWED
FAVORABLY BY GOJ BECAUSE OF UNTENABLE POSITION IT PLACES
JAPAN IN NEGOTIATING SALMON ISSUE WITH SOVIETS IN FEBRUARY.
IF INPFC AGREEMENT NOT REACHED, GOJ THEN WISHES TO RESORT
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PAGE 02 STATE 007096

TO ARTICLE VI OF GIFA FOR ANNUAL SALMON CONSULTATIONS WITH
USG. IF USG CAN SEE WAY TO PROTECTING NORTH AMERICAN
SALMON THROUGH EXPANDED TIME AND AREA CLOSURE SYSTEM WEST
OF MODIFIED ABSTENTION LINE, CHANCES OF SUCCESS ARE
GREATLY ENHANCED. END SUMMARY.

2. IN INFORMAL DISCUSSIONS WITH FORN OFF AND FISHERY

AGENCY CONCERNING RENEGOTIATION OF INPFC, FISHATT AGAIN MENTIONED USG DISAPPOINTMENT ON LACK OF PROGRESS AT ANCHORAGE SESSION IN OCTOBER AND REITERATED USG HOPES THAT AGREEMENT CAN BE REACHED IN TOKYO. LACK OF PROGRESS WAS ACKNOWLEDGED BY GOJ OFFICIALS BUT DIFFICULTY OF PROBLEM AS AGAIN EMPHASIZED. ONE FORN OFF OFFICIAL LIKENED JAPAN'S POSITION TO THAT OF CHICKEN NEGOTIATING WITH A FOX TO GET OUT OF THE HENHOUSE WELL KNOWING THAT A TIGER WAS AT FRONT DOOR AND A WOLF AT BACK DOOR. THEY ADMITTED TO AGONIZING FOR DAYS OVER ISSUE AND CANNOT YET SEE HOW BOTH U.S. AND USSR CAN BE APPEASED AND JAPAN HIGH SEAS FISHERY MAINTAINED. THEY FURTHER INDICATED THAT GOJ POSITION STILL NOT DEVELOPED MUCH BEYOND BRIEF INITIAL POSITION RECENTLY PRESENTED USG. FORN OFF AND FISHERY AGENCY OFFICERS PLAN TO MEET JANUARY 6 TO FURTHER DEFINE TIME AND AREA CLOSURES ALLUDED TO IN INITIAL POSITION AND TO DEVELOP SECONDARY POSITIONS. OTHER IDEAS HAVE BEEN FLOATED WITHIN GOJ SUCH AS USE OF MONETARY SYSTEM WHEREBY JAPAN MIGHT PAY FOR RIGHT TO FISH AND FOR FISH TAKEN, BUT IN ALL LIKELIHOOD FINAL POSITIONS WILL BE LIMITED TO TIME AND AREA CLOSURES WEST OF "LINE" PREFERABLY NOT CALLED AN ABSTENTION LINE. GOJ WILL AGREE IN SUBSTANCE TO LINE BUT CALLING IT AN ABSTENTION LINE APPEARS TO GIVE THEM PROBLEMS WITHIN GOJ AND WITH USSR.

3. THOUGH SOME IN FISHERY AGENCY AGREE THAT SUB-
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PAGE 03 STATE 007096

STANTIAL AMOUNTS OF SALMON COULD STILL BE TAKEN EVEN IF U.S. INITIAL POSITION ACCEPTED, IT, IN FACT, IS NOT VIEWED FAVORABLY BECAUSE OF PROBLEM IT WOULD PRESENT JAPAN IN NEGOTIATING SALMON ISSUE WITH SOVIETS NOW TENTATIVELY SET FOR FEBRUARY. GOJ FEELS ACCEPTANCE OF ABSTENTION LINE AS PROPOSED BY USG MIGHT WELL TRIGGER SOVIET MOVE ALSO TO ESTABLISH ABSTENTION LINE INSTEAD OF SETTING QUOTA AS IN PAST. JAPAN CLEARLY WISHES TO REACH AGREEMENT IN TOKYO BUT IT CAN SEE NO ADVANTAGE TO ONE IF IT NEUTRALIZES ITS BARGAINING POSITION WITH USSR. IF RENEGOTIATION OF INPFC FAILS, JAPAN STILL VIEWS ARTICLE VI OF GIFA AS AN AVENUE FOR ANNUAL SALMON CONSULTATIONS.

4. THOUGH WE UNDERSTAND DIFFICULTY IN GETTING USDEL TO ACCEPT TIME AND AREA CLOSURE SYSTEM WEST OF "LINE" AS PROPOSED BY JAPAN, WE SUGGEST THAT THIS BE GIVEN FURTHER THOUGHT AS ONE OF U.S. SECONDARY POSITIONS. WE BELIEVE JAPAN WILLING TO GO LONG WAY IN MEETING U.S. OBJECTIVES UNDER PRINCIPLE AND TERMINOLOGY OF TIME AND AREA CLOSURE SYSTEM INSTEAD OF ABSTENTION LINE PRINCIPLE. THIS WOULD BE TO THEIR BENEFIT IN SOVIET NEGOTIATIONS.

5. FORN OFF HAS INFORMALLY ASKED IF U.S. MIGHT AGAIN
TAKE ON RESPONSIBILITY OF PROVIDING RAPPORTEUR FOR
MEETING. IT WAS ESPECIALLY COMMENDATORY ON WORK OF
BILL MACKENZIE AT ANCHORAGE SESSION AND WENT SO FAR
AS TO SAY GOJ WOULD BE VERY PLEASED IF HE WERE AGAIN
ASSIGNED THIS ARDUOUS TASK. SHERMAN
UNQUOTE VANCE

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